

NATIONAL DRUG OPERATIONS CENTER

MESSAGE

FROM

THE PRESIDENT OF THE UNITED STATES

TRANSMITTING

AN ANALYSIS OF THE FEASIBILITY OF ESTABLISHING A NATIONAL DRUG OPERATIONS CENTER FOR THE INTEGRATION, COORDINATION, AND CONTROL OF ALL DRUG INTERDICTION OPERATIONS, PURSUANT TO PUBLIC LAW 101-189, SECTION 1213(a) (103 STAT. 1567)



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To the Congress of the United States:

Pursuant to the provisions of section 1213(a)(2) of the National Defense Authorization Act for Fiscal Years 1990 and 1991 (Public Law 101-189), I transmit herewith a report containing an analysis of the feasibility of establishing a National Drug Operations Center for the integration, coordination, and control of all drug interdictions.

GEORGE BUSH.

THE WHITE HOUSE, *June 18, 1990.*

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**OFFICE OF NATIONAL DRUG CONTROL POLICY
EXECUTIVE OFFICE OF THE PRESIDENT
Washington, D.C. 20500**

**REPORT TO THE CONGRESS
NATIONAL DRUG OPERATIONS CENTER**

June 1, 1990

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I. EXECUTIVE SUMMARY

Section 1213(a)(2) of the FY 1990 Department of Defense Authorization Act requires the President to submit a report to the Congress regarding an analysis of the feasibility of establishing a National Drug Operations Center for the integration, coordination, and control of all drug interdiction operations. This report is intended to comply with that requirement.

In January 1990, ONDCP submitted a report to the Congress on the organization of Federal drug control programs. The report concluded that, as the President's National Drug Control Strategy is only now being fully implemented, major changes affecting the basic drug control program structure, would be premature.

The National Strategy released last September explained the role that interdiction plays in a national drug control policy. The second Strategy, released in January 1990, outlines our policy in considerable detail: the activities and responsibilities of Federal departments and agencies; specific initiatives to begin this fiscal year; and the funding necessary to carry out our policy.

In the development of both Strategy I and Strategy II, we looked closely at the issues of the organization, integration, coordination, and control of interdiction policy, operations, and activities. Our review validated many areas where current organization and procedures were deemed adequate and identified certain areas that require improvement.

The September 1989 National Strategy established the Supply

Reduction Working Group, chaired by the ONDCP Deputy Director for Supply Reduction, to provide policy oversight and identify new areas where agencies should work together more efficiently or effectively to carry out the objectives of the Strategy. The Group is also responsible for developing recommendations to the Director, ONDCP, for organizational improvements to Department and agency interdiction efforts. Through various committees of the Group, several initiatives to assist in determinations as to the most effective uses of Federal resources are already underway. Among the most notable of these is the Border Interdiction Committee (BIC). (See below for further detail.)

ONDCP is aggressively pursuing improvements in the management of our national interdiction efforts. In our study of this area, we have determined that Departments and agencies coordinate and integrate their efforts where required, and that improvements are being made in the efficiency and effectiveness of the Department and agency interdiction programs. As we continue to assess the results of these initiatives, and as other improvements are identified, ONDCP will recommend changes to the President in future National Drug Control Strategies.

II. ORGANIZATION OF FEDERAL DRUG CONTROL PROGRAMS

In January 1990, pursuant to Section 1008 of the Anti-Drug Abuse Act of 1988 (21 USC 1505), the Office of National Drug Control Policy (ONDCP) submitted a report to the Congress regarding the necessity to group, coordinate, and consolidate agencies and functions of the Federal Government involved in drug

supply and demand reduction activities. The report detailed past and current organizational efforts designed to improve the effectiveness and efficiency of Federal drug control efforts. The report highlighted the fact that Federal drug control programs have undergone numerous significant organizational changes in the last twenty-five years. These have included major departmental shifts and the establishment of several coordinating bodies to oversee government-wide anti-drug activities. The establishment of ONDCP provides a highly visible office with an overarching mission involving the coordination of Federal drug efforts.

The report concluded that, inasmuch as the President's National Drug Control Strategy is only now being fully implemented, major changes affecting the basic anti-drug program structure would be premature. The performance of agencies and programs under the policy guidance and funding levels set forth in Strategies I and II must be evaluated before any major realignments can be contemplated. The report also concluded that, although extensive changes are not envisioned, ONDCP is convinced that the first step, and most important improvement that can be made right away, is the establishment of a National Drug Intelligence Center (NDIC). Significantly improved strategic intelligence will help the entire supply-side effort, including better interdiction.

As outlined in both Strategy I and II, the Administration is fully committed to ensuring full coordination of Federal

interdiction activities and establishing procedures which serve to integrate all national efforts in this critically important area.

III. INTEGRATION, COORDINATION, AND CONTROL

Strategy I, released last September, explained the role that interdiction plays in our national drug control policy. Strategy II, released in January 1990, outlines that policy in considerable detail: the activities and responsibilities of Federal Departments and agencies; specific initiatives to begin this fiscal year; and the funding necessary to carry out that policy.

In the development of both Strategy I and II, we looked closely at the issues of the organization, integration, coordination, and control of interdiction policy, operations, and activities. Our review validated many areas where current organization and procedures were deemed adequate, and identified certain areas that require improvement. Much attention has been given over the past few years to the perception that our supply reduction efforts are mired in petty bureaucratic disputes and "turf battles." While we found that this has occurred situationally, it is certainly not the norm. Departments and agencies do, in fact, cooperate and coordinate their interdiction operations.

A. Lead Agencies

Interdiction operations (air, maritime, and land) require a multi-faceted approach and diverse technical expertise. No one

Department or agency possesses all the requisite knowledge and skills. Currently, the U.S. Customs Service is the lead agency for land interdiction, supported by the Immigration and Naturalization Service, the Coast Guard is the lead agency for maritime interdiction, supported by the Customs Service, and the Customs Service and the Coast Guard are the joint lead agencies for air interdiction. The Department of Defense (DOD) is the lead agency (by statute) for the detection and monitoring phase of air and maritime interdiction of illicit drugs in transit to the United States. DOD also provides significant support to the land interdiction agencies. The lead agency arrangement is being constantly monitored, reviewed, and evaluated to determine if improvements can be made to the current assignments.

B. COORDINATION MECHANISMS

Supply Reduction Working Group. The Supply Reduction Working Group was established in accordance with the September 1989 National Strategy. It is designed to act as the central coordinating body to oversee the implementation by national drug control agencies of the supply reduction-related policies, objectives, and priorities defined in the Strategy. The Group provides oversight and identifies new areas where agencies could work together more efficiently or effectively within existing relationships.

The Supply Reduction Working Group is chaired by the ONDCP Deputy Director for Supply Reduction and includes representatives from the Departments and constituent agencies: State, Defense,

Justice, Treasury, Interior, Agriculture, Transportation, Central Intelligence Agency, National Security Council, and the Office of Management and Budget. Included as committees of the Group are the Border Interdiction Committee, the Public Lands Drug Control Committee, and the Metropolitan and Southwest Border (including Operation Alliance) High Intensity Drug Trafficking Area (HIDTA) Committees. The January 1990 Strategy has facilitated specific improvements in interdiction coordination by designating the Southwest Border HIDTA Coordinator as the Director of Operation Alliance, and adding DOD as a principal deputy, with the Commandant of the Coast Guard, on the Border Interdiction Committee (BIC). The membership of the BIC includes the Federal Bureau of Investigation, the Drug Enforcement Administration, the Immigration and Naturalization Service, the Criminal Division of the Department of Justice, the Bureau of International Narcotics Matters of the Department of State, the Federal Aviation Administration, the National Security Council staff, and the Office of Supply Reduction, ONDCP. The mission of the BIC is to serve as the principal sub-component of the Supply Reduction Working Group with respect to interdiction policy matters.

COMMAND, CONTROL, COMMUNICATIONS, AND INTELLIGENCE (C3I), and OPERATION ALLIANCE. Air interdiction operations are coordinated through C3I East in Richmond Heights, Florida, and C3I West in March Air Force Base, California. Maritime interdiction operations are coordinated through U.S. Coast Guard District offices and U.S. Customs Service Blue Lightning

Operations Centers, as well as Customs Service enforcement offices in lower threat areas. Southwest Border land interdiction operations are coordinated through Operation Alliance in El Paso, Texas. As noted above, the Strategy identifies specific initiatives to improve the effectiveness and efficiency of these activities by completion of the C3I systems and their integration with the DOD activities in Colorado Springs, Colorado; Key West, Florida; Alameda, California; and Fort Bliss (El Paso), Texas. Further, the Supply Reduction Working Group, through its Border Interdiction Committee, has undertaken a review of the relationship between C3I East and Joint Task Force Four to identify areas of possible duplication and improve efficiency. Additionally, the Departments of Justice and The Treasury, and their Metropolitan and Southwest Border HIDTA Coordinators are currently conducting the HIDTA assessments required by the January 1990 Strategy. They will present their assessments of requirements in each designated HIDTA to the Supply Reduction Working Group. The results of these assessments will be used to assist in determinations as to the most effective uses of Federal resources.

IV. CONCLUSIONS AND RECOMMENDATION

ONDCP has undertaken aggressively several key initiatives designed to identify "what works" in the management of our national interdiction efforts and what areas need improvement. Mechanisms are in place to facilitate interagency coordination and control and, at the same time, they are not so rigid as to

restrict the operational prerogatives of the involved agencies.

In summary, we see no overarching benefit to the national interdiction effort by establishing a National Drug Operations Center at this time. We do believe, however, that improvements can and are being made in the efficiency and effectiveness of the Department and agency interdiction programs, and that newly created mechanisms will accomplish that objective. As we continue to assess the results of these initiatives, and as other improvements are identified, ONDCP will recommend changes to the President in future National Drug Control Strategies.